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A Booklet To Assist Individuals
and Organizations To Learn How
To Apply for CETA Monies

U.S. Department of Labor
Office of the Secretary
Women's Bureau

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A Guide to Seeking Funds From CETA:



A Booklet To Assist Individuals
and Organizations To Learn How
To Apply for CETA Monies

U.S. Department of Labor
Ray Marshall, Secretary

Women's Bureau
Alexis M. Herman, Director

1979 (Revised)

Dear Friends:

As the director of the Women's Bureau, I am pleased to introduce the third edition of "A Guide to Seeking Funds From CETA." Since the publication of the first edition in May 1976, this booklet has assisted many in applying for and obtaining CETA funding for projects benefiting unemployed and underemployed women.

This revision includes the many new provisions in the Comprehensive Employment and Training Act Amendments of 1978 which provide for increasing participation of women in the CETA planning process, delivery of employment and training services, and opportunities for women-owned businesses.

It is important that women's groups, agencies serving women, and women business owners become knowledgeable about CETA and how it can have a positive impact upon women seeking economic self-sufficiency. I encourage women and women's groups everywhere to familiarize themselves with CETA and its new provisions and to work closely with prime sponsors in planning and operating programs which will benefit women. Working together, we can increase sensitivity to the concerns of women in future CETA programs.

Sincerely,

A handwritten signature in cursive script, reading "Alexis M. Herman".

ALEXIS M. HERMAN
Director

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INTRODUCTION

The purpose of the Comprehensive Employment and Training Act (CETA) is to decentralize the design and delivery of employment and training programs to the State and local government levels. The amended CETA of 1978 emphasizes the provision of employment and training programs or services for those most in need; that is, the economically disadvantaged and the unemployed or underemployed.

Employment and training programs are becoming an increasingly visible area of public administration. Labor markets differ in needs, in the degree of unemployment, and in the character of local institutions. This warrants local decision-making. Thus, CETA transfers control over a large portion of Federal revenues to State and local jurisdictions to enable them to operate employment and training programs.

The CETA legislation allows decisions about the kinds of employment and training programs, how the money is to be spent, who is to be served, what types of delivery systems are needed, and related matters to be made at the State and local levels by CETA program operators, known as the prime sponsors. These local decisions must, however, be made within the confines of the CETA legislation (Public Law 95-524) and the CETA regulations (Title 20 of the Code of Federal Regulations, Parts 675 through 679).

For CETA to be successful, it is essential that key labor market participants--management, unions, educational institutions, community organizations, women's groups, and minority interests--become involved in all aspects of CETA, from the planning stages up through the delivery of services.

The new language and subsequent implementing regulations emphasize the participation of women's groups in the CETA system. This booklet is designed to assist individuals and organizations to learn how to intelligently apply for CETA monies. It tells how to find out who and where CETA prime sponsors are and whom on the staff to contact, describes the steps to take in submitting a proposal to a prime sponsor, and includes information about sources of data which are vital in any proposal. A glossary of terms used throughout this report appears as Appendix A.

STEPS IN THE PROCESS OF APPLYING FOR CETA FUNDS FROM A PRIME SPONSOR

There are seven major steps in applying for CETA funds from a prime sponsor:

1. Find out who your prime sponsor is;
2. Find out who the prime sponsor's CETA planner or director is, make an appointment to talk with either one, and become involved in your prime sponsor's development of the Comprehensive Employment and Training Plan (CETP);
3. Become familiar with CETA in your area;
4. Find out the CETA funding process for your area and the method for submitting your funding application;
5. Complete and submit your application;
6. Be visible and active on a year-round basis;
7. Find out about other CETA funding possibilities.

Step 1 - FIND OUT WHO YOUR PRIME SPONSOR IS.

In order for your group or organization to apply for CETA funds, the first step is to determine the agency and location for the CETA prime sponsor in your area. If you do not already know, call or write the person listed for your State in Appendix B to learn the name and address of your CETA prime sponsor and to ascertain whether the prime sponsor is a city, county, consortium, or balance of State.

Step 2 - Once you have this information, call the prime sponsor to FIND OUT WHO THE PRIME SPONSOR'S CETA PLANNER OR DIRECTOR IS, MAKE AN APPOINTMENT TO TALK WITH EITHER ONE, AND BECOME INVOLVED IN YOUR PRIME SPONSOR'S DEVELOPMENT OF THE CETP.

The CETA planner and director are the key persons with whom you will need to deal. Every prime sponsor has identified one or more persons as the planner. This person is generally the major source of CETA information for the prime sponsor. Therefore, it is extremely important to get to know and keep in contact with this person.

If your prime sponsor is a local one, you will probably talk directly with the planner or director. If your prime sponsor is a consortium or balance of State, you may be instructed to talk with a designated person in your local jurisdiction rather than directly with the planner. This depends entirely on your prime sponsor's administrative structure.

When you sit down to talk with your CETA planner or director, it is important to know that the new CETA regulations require prime sponsors to maintain an inventory of potential service deliverers and, if you wish to be on that inventory, you should notify your prime sponsor in writing. During this meeting you should introduce your organization and explain its capabilities (if this hasn't been done previously). In addition to the inventory of potential service deliverers, prime sponsors are required by the new regulations to maintain a mailing list for review of the Comprehensive Employment and Training Plan. Make sure your prime sponsor has the address of your organization to insure that you receive written notification of the availability of the CETP for review. While you are talking with the CETA planner or director, learn the anticipated goals and objectives of the Annual Plan (yearly description of program activities and services in the CETP) so that you may tailor your funding proposal to meet those objectives.

In introducing your agency to the prime sponsor, you should describe its purpose, size, functions, and activities. Prime sponsors are required by the new CETA reauthorization legislation to serve those individuals who are economically disadvantaged, unemployed or underemployed. In order to accomplish this, prime sponsors must describe specific programs or services for those significant segments of the population who are experiencing severe handicaps in obtaining employment, including displaced homemakers and women. Therefore, you should present your agency in those terms, explaining how you intend to or already are serving those groups.

Under the new reauthorization legislation, there are four titles from which you may be funded by prime sponsors: titles II, IV, VI and VII (see Appendix C). For all titles, prime sponsors must describe in their annual plan how program activities will contribute to the overall accomplishment of overcoming sex stereotyping and procedures which will lead to the development of nontraditional job opportunities. Title II is used to fund basic employment and training programs. It provides employment and training to ease barriers to labor force participation encountered by economically disadvantaged persons, to enable such persons to secure and retain employment at their maximum capacity, and to increase their earned income. A wide range of activities may be funded under title II.

It is important to know your prime sponsor's timetable for making funding decisions. Contact your prime sponsor to learn the due dates for applications in order to apply in time for grants for the upcoming fiscal year.

Another consideration is the present funding of CETA programs in your community. The planner can make available to you a list of services and program operators. This information can help you to draw up a realistic proposal and avoid wasted effort. For example, your organization may have considered requesting funds to set up a comprehensive counseling center. You may find out that such a center already exists. In that case, you may decide that your proposal should concentrate on providing additionally needed services to the existing center.

If you have a specific funding request in mind, now would be an excellent time to discuss it with the planner or director. You should describe your funding request both in general terms of what you want funded and why, and in specific terms--if you know them--of dollars required, the exact types of services to be provided, the target groups you will serve, and other pertinent information. You should also discuss a realistic dollar figure for your proposal. It is important to describe and document your agency's qualifications and experience in coordinating effective programs.

Probably the most important part of this discussion is why you want to receive CETA funds. It is critical to establish the need to obtain funding since the prime sponsor must justify the funding requests made to the Department of Labor in terms of meeting the employment and training needs of communities. Therefore, if you can demonstrate to the prime sponsor the extent to which you will be serving the unemployed, underemployed, and economically disadvantaged through your funding proposal, you will be that much ahead in the process. One of the most effective ways to accomplish this is through the use of data and statistics. (Several sources of statistical information are listed in Appendix D.) If you have difficulty gathering this information, the planner should be able to provide you with assistance. Generally, you should find detailed demographic data, income data, education levels, labor force information, and skill shortage information to support your funding request. You should also ask the planner for any additional information required. It will be extremely useful if you become familiar with data sources and the most effective methods of utilizing them.

Step 3 - After you have had this preliminary introduction to CETA and to the CETA planner, you should BECOME FAMILIAR WITH CETA IN YOUR AREA.

Since CETA is usually integrated into the local government structure, it generally facilitates your ability to work with CETA if you know how to work with the political system of which CETA is a part. This includes:

- a. Identifying the members of the prime sponsor planning council who analyze the need for employment and training and related services in the prime sponsor area and make recommendations to the prime sponsor for funding and operating programs. You should get to know the planning councils' composition and seek ways and means to convey your interests and needs to that group.

b. Determining CETA's role in the general budget cycle for your prime sponsor's governing body (for example, city council or board of supervisors) and possible recommendations you can make in that process, particularly by appearing at public hearings and by other means of directly making your views and needs known to the decisionmakers.

c. Acquainting yourself with the overall role of the governing body for your jurisdiction and possible inputs at this level. For example, if the governing body publishes agenda in advance of public meetings, you should ask to be put on a mailing list if there is one or where you may obtain agenda copies. You should also find out how CETA is listed on the agenda--whether by name or by such terms as "manpower activities," "employment and training services," "human resources division," or "community services." This sometimes varies even within the jurisdiction itself, depending upon the particular aspects of CETA being discussed.

Step 4 - FIND OUT THE CETA FUNDING PROCESS FOR YOUR AREA AND THE METHOD FOR SUBMITTING YOUR FUNDING APPLICATION.

Again, the planner or director would be your key contact for this information. There are many variations of funding methods used by prime sponsors. Some fund programs only once a year; others fund throughout the year. Some have a contingency fund in the event new proposals are brought to their attention. Also, the funding processes for titles II, IV, VI, and VII will probably differ since prime sponsors generally receive title II, IV and VII funds from the Department of Labor only once a year and title VI funds more than once.

In addition to these variations, prime sponsors have many ways of requesting funding proposals from their communities. Some prime sponsors issue requests for proposals (RFP's) and follow a formal RFP procedure. In this case, they usually issue either for a predetermined program or service to be provided, or they may issue a general RFP which solicits proposals that have a broader scope. Some prime sponsors may utilize a public hearing process at which all agencies which request funding state their proposals. Others may accomplish this by a presentation to the governing body.

Prime sponsors are required to maintain an inventory of potential deliverers of employment and training services. In order to be on the inventory, you should give the prime sponsor the name of the organization and the types of services and activities your organization is interested in providing. To demonstrate the effectiveness of these services, you should document and give the prime sponsor the types of services and activities your organization has provided in the past and the number and types of people served. In addition, prime sponsors are now required by the regulations to provide small and minority-owned businesses, including small businesses owned by women, with the "maximum reasonable opportunity to compete for contracts for supplies and services." If you are a woman business owner you should notify your prime sponsor, in writing, of your interest in becoming a deliverer of services and/or supplies by giving your name, address, and types of available services.

You should follow the guidance of the prime sponsor as to the method for submitting your funding application. However, you should be aware of your other options as well. Generally, there are four ways to submit proposals: answer an RFP (or similar solicitation process), make a presentation at a public hearing, submit an unsolicited proposal, or make a direct presentation to the governing body for your jurisdiction.

Step 5 - After you know which method you will use, you should then COMPLETE AND SUBMIT YOUR APPLICATION.

The two most important considerations here are timeliness and thoroughness. To insure adequate coverage of important elements, remember that your request should build from the justification for funding based on fulfilling a community need to serve unemployed, underemployed, and economically disadvantaged significant segments and continue from there. Also, the prime sponsor will very probably provide you with instructions on completing funding applications. If this is not provided, go back to the prime sponsor and ask. The other step vital to your proposal is submitting it by the deadline date designated by the prime sponsor.

Step 6 - BE VISIBLE AND ACTIVE ON A YEAR-ROUND BASIS.

If you are funded, congratulations! If you are not, don't give up. Keep yourself visible and active throughout the year, rather than just at funding time. Offer any volunteer services to the prime sponsor that your agency can provide; for example, emergency day care for CETA participants. Contact the agencies

that receive funding to see if there are services you can offer them. Update your application and find ways to improve it for the next try. Most importantly, keep in contact with the prime sponsor to see how the employment and training needs of the community are being served throughout the year.

Step 7 - FIND OUT ABOUT OTHER CETA FUNDING POSSIBILITIES.

Whether or not you are funded by the prime sponsor, you should become aware of other CETA funding possibilities. Two options are particularly appropriate for direct applications from community nonprofit agencies--the Governor's discretionary or "4 percent" funds and special types of title III programs.

The Governor's discretionary or "4 percent" funds are authorized by Section 202(e) of CETA and provide monies to each Governor for various types of employment and training programs and services throughout each State. Many States have funded programs for women from this source. Information about the programs currently funded and methods for applying for funding can be obtained from your State Employment and Training Council or from the appropriate person listed in Appendix B.

Under CETA title III, the Secretary of Labor is authorized to fund special programs and activities which meet the employment-related needs of persons who face particular disadvantages in specific and general labor markets or occupations. Examples of the targeted groups which can be served under this title are offenders, persons of limited English language proficiency, handicapped individuals, women, single parents, displaced homemakers, youth and older workers. By having your name on the prime sponsor's source list, you will be contacted when any title III funding becomes available.

GLOSSARY

CETA--The Comprehensive Employment and Training Act Amendments of 1978 (Public Law 95-524, 92 Stat. 1909), which amend the Comprehensive Employment and Training Act of 1973, provide funds to State and local jurisdictions for the purpose of establishing employment and training opportunities for economically disadvantaged, unemployed, or underemployed persons which will result in an increase in their earned income.

CETA DIRECTOR--A person generally appointed by the prime sponsor to administer the overall CETA program in his/her jurisdiction.

CETA PLANNER--One or more persons specifically identified by the prime sponsor as having the year-round responsibility of planning the CETA programs.

COMPREHENSIVE EMPLOYMENT AND TRAINING PLAN (CETP)--The prime sponsor's plan for operating programs under the act, consisting of the Master Plan (long-term agreement between a prime sponsor and the Department of Labor) and the Annual Plan (yearly description of program activities and services to be provided by the prime sponsor).

PRIME SPONSOR--A unit of government or a combination of units of government which have entered into a grant with the Department of Labor to provide comprehensive employment and training services. There are generally three types of prime sponsors.

1. Local prime sponsor--A city or county government with a population of 100,000 or more which operates a CETA program by itself.
2. Balance of State prime sponsor--The area within the jurisdiction of a State which is not included in another prime sponsor's area.
3. Consortium prime sponsor--An entity formed by an agreement among two or more local units of government to operate the CETA program. (At least one member of a consortium must be an eligible prime sponsor on its own.)

"Prime sponsor" generally refers to the highest elected official (for example, mayor, county supervisor, governor) of any political jurisdiction.

Note: There are also some nongovernmental prime sponsors for title III programs; for example, Indian reservations and migrant and seasonal farmworker agencies.

REQUEST FOR PROPOSAL--The request for proposal, or RFP, is a document frequently used by prime sponsors to obtain funding proposals from the community. With the RFP system, the prime sponsor sends funding proposal requests to community agencies. Generally, proposals are evaluated according to established criteria before an award is made.

SIGNIFICANT SEGMENTS--Groups of the population identified in terms of the following demographic characteristics: age, sex, race, and national origin.

STATE EMPLOYMENT AND TRAINING COUNCIL--Each Governor must appoint a State Employment and Training Council (SETC) which serves as the CETA advisory body for the State. The SETC also reviews the yearly plans for prime sponsors within the State.

STATE CETA CONTACTS

REGION 1

CONNECTICUT

Olive Sheehan, Director
Office of Employment and Training
200 Folly Brook Blvd.
Wethersfield, CT 06109
Tel. 203-556-4290

MAINE

Jean Miley, Director
Office of CETA Planning and
Coordination
Hospital Street
Augusta, ME 04330
Tel. 207-289-3375

MASSACHUSETTS

Frederick P. Nader
CETA Director
Executive Office of Economic
Affairs
Charles F. Hurley Building
Government Center
Boston, MA 02114
Tel. 617-727-7668

NEW HAMPSHIRE

David W. Osgood, Commissioner
Office of Employment and Training
P.O. Box 1477
Concord, NH 03301
Tel. 603-271-3156

RHODE ISLAND

Thomas Hanley, Director
Department of Economic Development
Division of Job Development and
Training
5 Cathedral Square, 5th Floor
Providence, RI 02903
Tel. 401-277-2598

VERMONT

Sandra Dragon, Director
Vermont CETA
State Office Building
Montpelier, VT 05602
Tel. 802-241-2500

REGION II

NEW JERSEY

John J. Horn, Commissioner
Labor and Industry Building
John Fitch Plaza, Room 1002
Trenton, NJ 08625
Tel. 609-292-5005

NEW YORK

Phillip Ross
Industrial Commissioner
New York State Department of Labor
State Campus Bldg. #12
Albany, NY 12240
Tel. 518-567-4150

PUERTO RICO

Gloria Bernier de Renta
Administracion Del Derecho al
Trabajo
GPO Box 4452
Hato Rey, PR 00923
Tel. 809-764-0565

VIRGIN ISLANDS

Richard Upson
Commissioner of Labor
Virgin Islands Department of Labor
P.O. Box 709
Christiansted St. Croix, VI 00820
Tel. 809-774-3205

REGION III

DELAWARE

Donald Whiteley, Chairman
State Manpower Services Council
701 Shipley Street
Wilmington, DE 19801
Tel. 302-571-2800

DISTRICT OF COLUMBIA

Matthew Shannon, Acting Director
Department of Manpower
500 C Street, N.W., Room 600
Washington, D.C. 20001
Tel. 202-727-3872

MARYLAND

Joel Matz, Director
State Manpower Planning Council
1123 North Eutaw Street
Baltimore, MD 21201
Tel. 301-932-5551

PENNSYLVANIA

James Wittle, Executive Secretary
State Manpower Planning Council
1700 Labor and Industry Bldg.
Harrisburg, PA 17121
Tel. 717-787-8010

VIRGINIA

Thomas McKeon, Associate Commissioner
Virginia Employment Commission
P.O. Box 1300
Richmond, VA 23210
Tel. 804-770-4831

WEST VIRGINIA

Howard Henderson
Governor's Manpower Director
State of West Virginia
5790A MacCorkle Avenue, S.E.
Charleston, WV 25305
Tel. 304-348-5920

REGION IV

ALABAMA

Roscoe Avery
State Manpower Planning Staff
Department of Industrial Relations
Industrial Relations Building
Montgomery, AL 36104
Tel. 205-832-3617

FLORIDA

Edward Feaver, Director
State Manpower Council
2551 Executive Circle West,
Suite 200
Tallahassee, FL 32301
Tel. 904-487-2950

GEORGIA

Don R. Bryant
Deputy Director for Manpower of the
Employment Security Agency
501 Pulliam Street, Rm. 525
Atlanta, GA 30312
Tel. 404-656-6380

KENTUCKY

Hugh Cox
Director of Manpower Services
Bureau for Manpower Services, CETA
275 E. Main Street
Frankfort, KY 40601
Tel. 502-564-6646

MISSISSIPPI

Jamie Howell, Sr.
Executive Director
Office of the Governor, Job
Development and Training
P.O. Box 22808
Jackson, MS 39205
Tel. 601-354-7676

NORTH CAROLINA

L. G. Cooper, Deputy Director
Division of Community Employment
P.O. Box 26687
Raleigh, NC 27611
Tel. 919-733-7026

SOUTH CAROLINA

Charles Minshew, Director
Office of Manpower Planning and
Coordination
1800 St. Julian Place
Columbia, SC 29204
Tel. 803-758-2711

TENNESSEE

Paul B. Lamberth
Executive Director
Cordell Hull Bldg., Rm. 354
436 6th Avenue North
Nashville, TN 37219
Tel. 615-741-3255

REGION V

ILLINOIS

Robert Goss, Director
Office of Manpower and Human
Development
320 West Washington Street
Springfield, IL 62706
Tel. 217-959-2705

INDIANA

Wendall Walls
Executive Director
Indiana Office of Manpower
Development
150 West Market Street, 7th Floor
Indianapolis, IN 46204
Tel. 317-366-6780

MICHIGAN

Robert Pendleton, Acting Director
Bureau of Manpower
Michigan Department of Labor
State Secondary Complex, 3rd Floor
7150 Harris Drive
Lansing, MI 48926
Tel. 517-322-1750

MINNESOTA

James Dredge, Director
Office of Statewide CETA
Coordination
Department of Economic Security
690 American Center Building
150 E. Kellogg Blvd.
St. Paul, MN 55101
612-296-6056

OHIO

Ned Dunn
Manpower Administrator
Office of Manpower Development
Ohio Department of Administrative
Services
30 East Broad Street
Columbus, OH 43215
Tel. 614-466-8806

WISCONSIN

Elizabeth Benson
Executive Director
Governor's Manpower Planning Office
30 West Mifflin Street
Madison, WI 53703
Tel. 608-366-2439

REGION VI

ARKANSAS

John Thiele, CETA Administrator
2020 West Third Street
P.O. Box 5162
Hillcrest Station
Little Rock, AR 72205
Tel. 501-371-1785

LOUISIANA

Joseph R. Gerace, Secretary of Labor
Louisiana Department of Labor
P.O. Box 44094
Baton Rouge, LA 70804
Tel. 504-387-2192

NEW MEXICO

Fernando De Baca, Secretary
Department of Human Services
P.O. Box 2348
PERA Bldg., Room 301
Santa Fe, NM 87503
Tel. 505-827-2356

OKLAHOMA

Jerry Warren, Director
Manpower Planning Division
Department of Economic and Community
Affairs
5500 North Western
Oklahoma City, OK 73118
Tel. 405-840-2811

TEXAS

L. C. Harris, III, Director
Texas Department of Community Affairs
210 Barton Springs Road
Box 12397, Capitol Station
Austin, TX 78711
Tel. 512-475-6216

REGION VII

IOWA

Robert Tyson, Director
Office for Planning and Programming
523 East 12th Street
Des Moines, IA 50319
Tel. 515-281-5888

KANSAS

Fred Ramirez
State Manpower Administrator
Department of Human Resources
535 Kansas Avenue, 9th Floor
Topeka, KS 66603
Tel. 913-296-5000

MISSOURI

Irvin Whitehead, Acting Director
Office of Manpower Planning
226 East Dunklin Street
Jefferson City, MO 65101
Tel. 314-751-4750

NEBRASKA

Tom Erixon, Director
CETA Office
P.O. Box 82427
125 North 11th Street
Lincoln, NE 68501
Tel. 402-471-2637

REGION VIII

COLORADO

John Kezer, Deputy Director
Department of Labor and Employment
251 East 12th Avenue
Denver, CO 80203
Tel. 303-839-5833

MONTANA

Bruce DeRosier
Executive Director
Governor's Employment and Training
Council
35 South Last Chance Gulch
Helena, MT 59601
Tel. 406-449-5600

NORTH DAKOTA

Therman Kaldahl
Executive Director
Employment Security Bureau
P.O. Box 1537
Bismarck, ND 58505
Tel. 701-224-3480

SOUTH DAKOTA

Jim Ellenbecker, Acting Director
South Dakota Department of Labor
P.O. Box 307
Pierre, SD 57501
Tel. 605-773-3101

UTAH

Allen Ayoub
Utah Office of Labor and Training
1331 South State Street, Suite 300
Salt Lake City, UT 84115
Tel. 801-533-5321

WYOMING

Frank S. Galeotos, Director
Division of Manpower Planning
State Planning Office
State Office Capitol
Cheyenne, WY 82002
Tel. 307-777-7671

REGION IX

ARIZONA

Dave Ellis, Manager
Office of Manpower Planning
P.O. Box 6123
Phoenix, AZ 85005
Tel. 602-765-3957

CALIFORNIA

Anthony Gutierrez, Director
State CETA Office
800 Capitol Mall, MIC 77
Sacramento, CA 95814
Tel. 916-465-4546

HAWAII

Robert Watada, Director
Office of Manpower Planning
1164 Bishop Street, Suite 600
Honolulu, HI 96813
Tel. 808-548-3151

NEVADA

Lawrence O. McCracken
Executive Director
Employment and Security Department
500 East Third Street
Carson City, NV 89701
Tel. 702-885-4635

GUAM

Joe R. San Augustin
Office of the Governor
P.O. Box 2950
Agana, GU 96910
Tel. 9-011-671-477-9656

AMERICAN SOMOA

Sanele Tuitieleleapaga
Acting Chief
CETA Administration Office
Government of American Samoa
Pago Pago, American Samoa 96799
Tel. 9-0, ask for overseas
operator, give no.: 633-5780

TRUST TERRITORY OF THE PACIFIC ISLANDS

Podis Pedrus
Director of Personnel
Trust Territory of the Pacific
Islands
Saipan, Mariana Islands 96950
Tel. 9-0, ask for overseas
operator, give routing 160-671, ask
for 9330

NORTHERN MARIANA ISLANDS

Felicitas Abraham
Commonwealth of the Northern Mariana
Islands
Office of the Governor Training
Office
Civic Center
Saipan, Mariana Islands 96950
Tel. 9-0, ask for overseas operator,
give routing 160-671, ask for 6449
or 6536

REGION X

ALASKA

Lois Lind
Community Employment and Training
Assistance Division
Department of Community and Regional
Affairs
Pouch BC
Juneau, AK 99811
Tel. 907-465-4890

IDAHO

Glenn Nichols, Executive Director
Idaho Manpower Consortium
P.O. Box 35
Boise, ID 83735
Tel. 208-384-2731

OREGON

Donald Stiffler, Administrator
Manpower Planning Division
Executive Department
240 Cottage Street, S.E.
Salem, OR 97310
Tel. 503-378-4416

WASHINGTON

John Swannack, Administrator
Employment Security Department
General Administration Building
Room 208, M/S AX21
Olympia, WA 98504
Tel. 206-735-5250

SUMMARY OF CETA TITLES

TITLE I (PUBLIC LAW 95-524), ADMINISTRATIVE PROVISIONS--contains the general provisions governing the act, including the designation of State and local prime sponsors to administer the program, the planning and plan approval process, and special responsibilities of the Governor and State and local advisory councils. The title also establishes an Office of Management Assistance to provide support to prime sponsors and contains strengthened provisions relating to program audits and investigation and compliance activities. In addition, it contains time limitations for participation in programs authorized by the act, as well as new provisions for public service employment wages.

TITLE II, COMPREHENSIVE EMPLOYMENT AND TRAINING SERVICES-- combines the comprehensive employment and training services previously authorized under title I and the public employment programs previously authorized under title II. Allowable program activities include training, work experience, upgrading, retraining, education, and other services (parts A, B, and C) and counterstructural public service employment (part D) needed to enable participants to obtain unsubsidized employment. Participants enrolled in training programs and services (except upgrading and retraining) must be economically disadvantaged and either unemployed, underemployed, or in school. Participants in public service employment must be on welfare or economically disadvantaged and unemployed 15 or more weeks.

TITLE III, SPECIAL FEDERAL RESPONSIBILITIES--authorizes the Secretary of Labor to provide services to segments of the population which experience particular disadvantages in the labor market. Added to the original list of persons with such disadvantages are women, single parents, displaced homemakers, individuals who lack educational credentials, and public assistance recipients.

The title continues authorization of programs of research, training and technical assistance, evaluation, labor market information, and computerized job placement. In addition, it authorizes welfare demonstration projects, projects for middle-aged and older workers, and a program for the coordination and partnership between prime sponsors and State employment security agencies. Voucher demonstration projects are also mandated.

TITLE IV, YOUTH PROGRAMS--provides for particular youth programs, including those enacted in the Youth Employment and Demonstration Projects Act of 1977 (except for the Young Adult Conservation Corps, which is still in title VIII), Job Corps, and the Summer Youth Programs.

TITLE V, NATIONAL COMMISSION FOR EMPLOYMENT POLICY--renames and reconstitutes the National Commission for Manpower Policy, with Cabinet participation reduced, and provides for increased independence from the Department of Labor.

TITLE VI, COUNTERCYCLICAL PUBLIC SERVICE EMPLOYMENT PROGRAM--provides for a countercyclical public service employment program, authorizing the funding of sufficient jobs to employ 20 percent of the number unemployed in excess of a 4-percent rate of unemployment. Jobs are authorized for 25 percent of the number of unemployed in excess of a 4-percent rate of unemployment when national unemployment is 7 percent or higher. Fifty percent of the funds may be used only for the employment of persons in projects of limited duration, and all persons not working in projects must be employed at entry-level positions.

TITLE VII, PRIVATE SECTOR OPPORTUNITIES FOR THE ECONOMICALLY DISADVANTAGED--provides for a demonstration program to test the effectiveness of a variety of approaches to increase the involvement of the business community in employment and training activities supported under the act and to increase the private sector employment opportunities for economically disadvantaged persons. The title provides funds to prime sponsors for the establishment of private industry councils, a majority of whose members shall be from the business community. The councils will participate with the prime sponsor in the development of private sector opportunities for economically disadvantaged persons.

TITLE VIII, YOUNG ADULT CONSERVATION CORPS--contains the authorizations for this program, enacted by the Youth Employment and Demonstration Projects Act of 1977. The Corps provides up to 1 year of employment for out-of-school, unemployed young people aged 16 through 23 years, with preference given to those residing in areas of substantial unemployment.

DATA SOURCES

A. Four comprehensive sources of population, economic, and social data are:

1. 1970 Census of Population, "General Social and Economic Characteristics," PC(1)-C6, April 1972.

These are available for the 50 States, the District of Columbia, and U.S. territories. Data exist for places with population of 2,500-10,000, 10,000-50,000, and 50,000 or more, all counties, and each State.

2. 1970 Census of Population, "Characteristics of the Population," Vol. 1, April 1973.

These are available for the 50 States, the District of Columbia, and U.S. territories. Data are broken down, in more detail than in item 1 above, by each city, county, and Standard Metropolitan Statistical Area (SMSA).

3. U.S. Department of Commerce, Bureau of the Census, Current Population Reports, Population Characteristics, Series P-20, No. 334, "Demographic, Social and Economic Profile of States: Spring 1976." Issued January 1979.

4. Estimates of the demographic, social, and economic characteristics of the population of States, regions, and SMSA's have become available for the first time in a non-Census year as a result of the 1976 Survey of Income and Education. Some informative data sources from this survey are:

- a. U.S. Department of Labor, Bureau of Labor Statistics, Report 545, "Marital and Family Status of Workers by State and Area."
- b. U.S. Department of Labor, Bureau of Labor Statistics, Report 536, "Work Experience and Earnings in 1975 by State and Area."

For further information and explanation of concepts, contact:

U.S. Department of Commerce
Bureau of the Census
Social and Economic Statistics Administration
Washington, D.C. 20233

B. Data on women and minorities: employment, unemployment, labor force.

1. Industry employment data by sex and race for U.S. total, census regions, States, and 50 largest SMSA's are found in Equal Employment Opportunity Report, 1975, "Job Patterns for Minorities and Women," 2 volumes. They include:
 - a. Occupational employment patterns in private industry for the region, by State, industry, minority group, and sex.
 - b. Occupational employment patterns in selected SMSA's by industry, minority group, and sex.

The Equal Employment Opportunity Commission can, upon request, tailor a summary to your requirements. For further information and technical assistance contact:

U.S. Equal Employment Opportunity Commission
2401 E Street, N.W.
Washington, D.C. 20506

2. Current labor force data (monthly, quarterly, and annual average) by sex and race (and many other demographic and economic breakdowns) are available from:

U.S. Department of Labor
Bureau of Labor Statistics
Office of Current Employment Analysis
GAO Building, Room 3826
441 G Street, N.W.
Washington, D.C. 20212

3. Current employment data by detailed industry and sex are available from:

U.S. Department of Labor
Bureau of Labor Statistics
Division of Industry Employment Statistics
GAO Building, Room 2089
441 G Street, N.W.
Washington, D.C. 20212

4. Current data on employment, unemployment, and labor force for States and local areas (27 largest States, 30 SMSA's, and some central cities) are available from:

U.S. Department of Labor
Bureau of Labor Statistics
Division of Local Area Unemployment Statistics
GAO Building, Room 4856
441 G Street, N.W.
Washington, D.C. 20212

5. Other current employment and unemployment data for States and local areas through January 1979 are:

"CETA Area Employment and Unemployment"
"State, County, and Selected City Employment and Unemployment"

Both publications are available only through the National Technical Information Service. Write:

National Technical Information Service
5285 Port Royal Road
Springfield, VA 22151

6. State National Apprenticeship Data (SNAPS). Current apprenticeship information by trade; characteristics by race, sex and veteran status. Published semiannually. Available from:

Bureau of Apprenticeship and Training
U.S. Department of Labor
Patrick Henry Building
601 D Street, N.W.
Washington, D.C. 20213

C. Additional Sources

1. Most States publish a statistical abstract similar to that published for the United States. This is a good source of State and local area data on a wide range of topics.
2. The Statistical Reporter, published monthly by the Statistical Policy Division, Office of Management and Budget, Washington, D.C. 20503, is a source of data which may prove helpful.
3. The Women's Bureau, U.S. Department of Labor, functions, in part, as a clearinghouse for data on women. Write:

U.S. Department of Labor
Women's Bureau
200 Constitution Avenue, N.W.
Washington, D.C. 20210
or phone: (202) 523-6611

4. The Employment Service in each State publishes a wide range of statistical data, much of which is available by prime sponsor area. This should be obtained through the prime sponsor.

5. In large cities, a publication called Trends Alert gives monthly statistical updates. This is available from the prime sponsor.
6. The prime sponsor also has available, or can request from its regional office of the Employment and Training Administration, a detailed statistical abstract for the prime sponsor area, published by the Berkeley Laboratories of Berkeley, California.

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